

**City of Greensboro Planning Department
Zoning Staff Report
June 14, 2004 Public Hearing**

The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.

Item: U
Location: 300 & 306 Pisgah Church Road

Applicant: The Crown Companies, LLC
Owner: Gospel Baptist Church

From: RS-9
To: CD-GB

- Conditions:** 1) Uses: All uses permitted in GB, including churches and child daycare centers, with the exception of the following:
- (a) Any Agricultural Uses.
 - (b) Any Residential Uses.
 - (c) Any Recreational Uses.
 - (d) Any other Educational and Institutional Uses.
 - (e) The following Business and Professional Services:
Automobile Rental or Leasing; Boat Repairs; Building Maintenance and Services; Economic, Socio, or Educational Research; Equipment Rental & Leasing; Funeral Homes or Crematoriums; Furniture Repair Shops; Hotels or Motels; Labor Unions or Similar Organizations; Laundromats, Coin Operated; Laundry or Dry Cleaning Plants; Motion Picture Productions; Noncommercial Research Organizations; Pest or Termite Control Services; Professional Membership Organizations; Rehabilitation or Counseling Services; Security Services; Shoe Repair or Shoeshine Shops; Taxidermists; Television, Radio or Electronic Repairs; Indoor Theaters; Tourist Homes (Bed & Breakfasts); Truck and Utility Trailer Rent and Leasing, Light; Vocational, Business, or Secretarial Schools; Watch or Jewelry Repair Shops; Advertising Services, Outdoor; Kennels or Pet Grooming Services; and, Veterinary Services.
 - (f) Transportation, Warehousing and Utility Uses.
 - (g) Manufacturing and Industrial Uses.
 - (h) The following Other Uses: Arts and Crafts Shows; Carnivals and Fairs; Christmas Tree Sales.
- 2) The maximum allowable square footage of development for the property will be 20,000 square feet.

SITE INFORMATION	
Existing Land Use	Gospel Baptist Church
Acreage	3.546
Physical Characteristics	<i>Topography:</i> Generally Flat <i>Vegetation:</i> Grass/Trees <i>Other:</i> N/A
Overlay Districts	N/A
Historic District/Resources	N/A
Generalized Future Land Use	Mixed Use Commercial
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Scattered Single Family Dwellings	Co. RS-40
<i>South</i>	Koury Mixed Use Development	CD-PDI, CD-SC
<i>East</i>	Single Family Dwelling	CD-GB
<i>West</i>	Idlewood Apartments	RM-12

ZONING HISTORY		
Case #	Year	Request Summary
		This property has been zoned RS-9 since July 1, 1992. Prior to the implementation of the UDO, it was zoned Residential 90S.

DIFFERENCES BETWEEN RS-9 (EXISTING) AND CD-GB (PROPOSED) ZONING DISTRICTS
RS-9: Primarily intended to accommodate moderate to high density single family detached dwellings in developments where public water and sewer service is required. The overall gross density in RS-9 will typically be 4.0 units per acre or less.
CD-GB: GB Districts are primarily intended to accommodate a wide range of retail, service, and office uses. The district is typically located along thoroughfares in areas which have developed with minimal front setbacks. See conditions for use limitations.

TRANSPORTATION	
Street Classification	Pisgah Church Road - Minor Thoroughfare, Scotsdale Road - Local Street.
Site Access	A maximum of two direct access points to Pisgah Church Road will be approved by GDOT.
Traffic Counts	Pisgah Church Road ADT = 18,252
Trip Generation	3,021 trips per week day, 4,681 trips per Saturday.
Connectivity	N/A.
Sidewalks	Requirement per Development Ordinance.
Transit	Yes.
Traffic Impact Study	Yes.
Street Connectivity	N/A.
Other	See attachment under Additional Information at the end of the staff report for the TIS Executive Summary.

ENVIRONMENTAL REVIEW	
Water Supply Watershed	Greensboro Watershed
Floodplains	N/A
Streams	Ephemeral Channel begins at the rear of the property
Other	N/A

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	Type B Yard - 30' avg. width; 3 canopy/100', 5 understory/100', 25 shrubs/100'
<i>South</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17 shrubs/100'
<i>East</i>	Type B Yard - 30' avg. width; 3 canopy/100', 5 understory/100', 25 shrubs/100'
<i>West</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17 shrubs/100'

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Man-made Environment Goal: Preserve and enhance the character and visual quality of Greensboro's built environment, including historic resources, private developments, and public landscapes.

POLICY 4C: Promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life.

POLICY 5F.2: Improve design standards for new development to enhance community appearance and sense of place (visual impacts on adjacent neighborhoods).

Connections 2025 Map Policies:

The area requested for rezoning lies within the following map classifications:

Mixed Use Commercial: This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by “strip” commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner.

Activity Center: Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City. It should be noted that the locations shown on the Generalized Future Land Use Map are conceptual and do not preclude the development of Activity Centers in other locations where they would support the goals and policies of the Comprehensive Plan.

CONFORMITY WITH OTHER PLANS

The following aspects of relevant plans may be applicable in this case:

City Plans: The Pisgah Church Road/Lees Chapel Road Corridor Study (June 1996) called for the area on the north side of Pisgah Church Road to be annexed and developed with moderate density, low to moderate value housing, especially multifamily, or Limited Office uses in large tract developments. The LO zoning was encouraged to prevent strip commercial development between the North Elm Street and Church Street commercial nodes.

This study also recommended that the Pisgah Church Road/Lees Chapel Road Corridor should be given a Scenic Corridor Overlay Zoning District designation. Among other provisions, the Corridor Study called for use restrictions, tree preservation, screening requirements, sign controls, installation of sidewalks, restrictions on building materials, minimization of curb cuts, and increased street planting yards.

Other Plans: N/A

STAFF COMMENTS

Planning: The property that abuts this request on the east side was originally zoned/rezoned to CD-GB with an effective date of March 31, 2004. At the December 8, 2003 public hearing, staff pointed out that the Generalized Future Land Use Map designates this area as Mixed Use Commercial and the property lies within an existing Activity Center. Mixed Use Commercial is

intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service and other uses are complementary. Staff felt that request, which was for a veterinary office, contributed to the Mixed Use Commercial concept. In recommending approval, however, staff mentioned that future rezoning requests would be scrutinized to insure that this area develops as a true mixed use activity center.

Staff pointed out that the property on the opposite side of Pisgah Church Road, zoned CD-PDI, is in the process of developing as a mixed use (retail, office, and residential) development. Staff pointed out there are opportunities on the north side of the road, especially including the subject property and north of it, for the same to occur.

A significant concern of staff for this portion of the Pisgah Church Road corridor is to avoid typical strip commercial, piecemeal development, with each parcel having its own access points and building/lot appearance.

Staff realizes it would be difficult to do a true mixed use development, especially one involving residential components, on a small site such as this one. To compensate, however, staff suggested certain design features or development standards that would be in keeping with the Scenic Corridor recommendation mentioned in this report and that would be in harmony with the mixed use development under construction across the street. Such features include buildings brought closer to Pisgah Church Road with parking confined to the side and rear, cross access among parcels for vehicular and pedestrian movement, unified architecture, lighting standards, increased street planting yard width and planting rate, unified signage with an emphasis on monument signs, and additional landscaping in parking areas.

The applicant has informed staff that additional conditions will be offered for acceptance at the public hearing. These conditions will involve the following:

- 1) A requirement that the property will be designed and developed in a unified manner and will incorporate similar and complementary architectural features such as masonry materials, roof materials, planting materials and paving surfaces.
- 2) A provision that no pylon signage will be allowed and that freestanding signage along the Pisgah Church Road frontage will be monument signs limited to six (6) feet in height.
- 3) A doubling of planting rate for evergreen shrubs within the street planting yard along Pisgah Church Road.
- 4) The provision of a minimum 200 square foot planting area within 75 feet of any parking space and each such planting area will contain a canopy tree or two understory trees, depending upon the location of existing and future overhead utilities.
- 5) The provision of a 200 foot minimum planting area between every four (4) parking spaces in the parking areas immediately adjacent to the 8 foot street planting yard along Pisgah Church Road and each planting area will contain a canopy tree or two understory trees.
- 6) A requirement that site lighting will be designed in a manner to eliminate direct illumination onto adjacent properties and that site lighting standards and fixtures not exceed 20 feet in height anywhere within the development.
- 7) A provision for internal vehicular and pedestrian connectivity between freestanding buildings within the development. Vehicular connectivity to be accommodated by shared driveways and cross connections and pedestrian

- connectivity to be accommodated by sidewalks and painted crosswalks internally within the property.
- 8) A limitation that any building in excess of 7,000 square feet will not have an expanse wider than 50 feet nor be higher than 20 feet without detail or articulation.
 - 9) A design feature that all trash handling and service areas will be screened from public view by screen walls and doors.
 - 10) Sidewalks meeting City standards will be constructed along Pisgah Church Road and Scottsdale Road.
 - 11) Improvements to Scottsdale Road would be made by the developer consisting of curb and gutter and resurfacing approximately 190 feet northward from the intersection with Pisgah Church Road.
 - 12) A provision that a Type B planting yard with a Type A planting rate be provided along the northern line, except for an area designated for a water quality pond, and the provision of a 6-foot high opaque fence along the northern line to be located in the center of the Type B planting yard.
 - 13) A limitation that there will be a maximum of one access driveway on Scottsdale Road and a maximum of two access driveways on Pisgah Church Road, the locations to be determined during site plan review by GDOT.

While this rezoning proposal does not meet the definition of Mixed Use Commercial in its purest sense, the amended conditions to be offered by the applicant involve elements that are supported by Connections 2025 policies that call for higher standards of development. Due to the size and narrow configuration of the site, staff feels that these additional design elements assist in mitigating the lack of mixed use and, therefore, the development is supported by the Comprehensive Plan and appearance standards that relate to a potential scenic corridor.

GDOT: In the original site design the applicant was proposing to have three driveways along Pisgah Church Road. GDOT expressed safety and operational concerns about the proposed third and westernmost driveway on Pisgah Church Road as illustrated in the developer's TIS. GDOT stated that they would only approve a maximum of two direct access points to Pisgah Church Road. Approval of three driveways would have set an undesirable and potentially unsafe precedent for future development along this corridor for access management. This concern was addressed in additional condition No. 13 above.

Water Resources: 70% maximum allowed built upon area and a BMP is required to treat all the proposed BUA.

HCD: No comments.

STAFF RECOMMENDATION

Based on all the information contained in this report and the amendments to be offered by the applicant at the public hearing, the Planning Department recommends approval.

ADDITIONAL INFORMATION

EXECUTIVE SUMMARY

This report summarizes the findings of the Transportation Impact Study (TIS) performed for the proposed retail development in the northeast quadrant at the intersection of Pisgah Church Road and Scottsdale Road in Greensboro, North Carolina. Based on the preliminary site plan, the site will include a 4,000 square foot (sf) drive-in bank with 4 drive-thru lanes, one 3,900 sf fast-food restaurant with drive-thru, and two 4,200 sf high-turnover sit-down restaurants. Access to the proposed development is to be provided via four (4) connections. One full-access driveway is proposed on Scottsdale Road, and three full-access driveways are proposed on Pisgah Church Road.

The purpose of this study is to determine the potential impacts to the surrounding transportation system caused by the additional traffic generated by the proposed development. This study analyzed existing (2004) traffic conditions, background (2007) + adjacent development traffic conditions without the site, and combined (2007) traffic conditions with the site in place during the weekday p.m. and Saturday mid-day peak hours.

The following table summarizes the trip generation for the proposed development.

Land Use	ITE Code	Density	Weekday 24-Hr (ADT)	Saturday 24-Hr (ADT)	PM Peak Hour Volumes		SAT Peak Hour Volumes	
					Enter	Exit	Enter	Exit
<i>Drive-In Bank</i>	912	<i>4 lanes</i>	1,645	535	102	102	139	128
<i>High-Turnover Sit-Down Restaurant</i>	932	<i>4,200 sf</i>	534	665	28	18	53	31
<i>High-Turnover Sit-Down Restaurant</i>	932	<i>4,200 sf</i>	534	665	28	18	53	31
<i>Fast-Food Restaurant W/ Drive-Thru</i>	934	<i>3,900 sf</i>	1,935	2,816	70	65	118	113
Subtotal Trips – Before Adjustments			4,648	4,681	228	203	363	303
Pass-By Trips (Bank) – 35%			-576	0	-36	-36	0	0
Pass-By Trips (High-Turnover Restaurant) – 35%			-374	0	-16	-16	0	0
Pass-By Trips (Fast-Food Restaurant) – 35%			-677	0	-24	-24	0	0
Total Pass-By Trips			-1,627	0	-76	-76	0	0
TOTAL PRIMARY TRIPS			3,021	4,681	152	127	363	303

It is estimated that the development will generate a total of 4,648 trips (entering and exiting) during a typical weekday and 4,681 trips (entering and exiting) on a typical Saturday. On an average weekday, the proposed development will generate 431 trips (228 entering and 203 exiting) during the p.m. peak hour. On an average Saturday, the proposed development will generate 666 trips (363 entering and 303 exiting) during the mid-day peak hour. Not all of the weekday p.m. peak hour trips will impact the adjacent roadway network. A portion of these trips

will be pass-by trips, or trips attracted to the site from traffic already on the roadway network. With adjustments made to account for pass-by trips, the development is expected to generate 3,021 new trips during a typical 24-hour weekday. Of the total weekday trips, 279 new trips (152 entering and 127 exiting) will occur during the p.m. peak hour.

The following table summarizes the capacity analysis results for study intersections.

Level-of-Service Summary							
INTERSECTION		2004 Existing		2007 Background + Adj. Dev. Without Site		2007 Combined With Site	
		PM	SAT	PM	SAT	PM	SAT
North Elm Street/ Pisgah Church Road (Signalized)	EB WB NB SB	C (32.8)	B (17.0)	F (83.2) *D (52.4)	C (31.4) *C (25.8)	F (93.7) *D (50.7)	D (45.0) *D (36.5)
Church Street/ Pisgah Church Road (Signalized)	EB WB NB SB	C (23.0)	B (17.6)	D (48.3)	C (29.6)	D (53.6)	D (41.5)
Pisgah Church Rd/ Scottsdale Road (Unsignalized)	EB WB SB	A ¹ -- D ² (29 s)	A ¹ -- C ² (19 s)	A ¹ -- F ² (271 s)	A ¹ -- F ² (99 s)	A ¹ -- F ² (999 s)	A ¹ -- F ² (259 s)
Site Driveway #1/ Scottsdale Road (Unsignalized)	WB NB SB	N/A	N/A	N/A	N/A	A ² (9 s) -- A ¹	A ² (9 s) -- A ¹
Site Driveway #2/ Pisgah Church Rd (Unsignalized)	EB WB SB	N/A	N/A	N/A	N/A	A ¹ -- F ² (334 s)	A ¹ -- F ² (325 s)
Site Driveway #3/ Pisgah Church Rd (Unsignalized)	EB WB SB	N/A	N/A	N/A	N/A	A ¹ -- F ² (192 s)	A ¹ -- F ² (207 s)
Site Driveway #4/ Pisgah Church Rd (Unsignalized)	EB WB SB	N/A	N/A	N/A	N/A	B ¹ -- F ² (132 s)	A ¹ -- F ² (153 s)

* Analysis results with intersection improvements

1. Level of service for left turn movement on major approach.
2. Level of service for minor approach.

The intersection of Pisgah Church Road and N. Elm Street operates at an overall LOS C during the weekday p.m. peak hour and LOS B during the Saturday mid-day peak hour under existing (2004) conditions. Under background (2007) + adjacent development conditions, improvements are needed to achieve a desirable level of service. The intersection is analyzed with an exclusive right turn lane on the westbound, northbound and southbound approaches. In addition, dual left turn lanes are needed on the southbound approach to accommodate the heavy left turn movement during the p.m. peak hour. With these improvements, the intersection will operate at LOS D in the p.m. peak hour and LOS C in the Saturday mid-day peak hours under background (2007) + adjacent development conditions. Capacity analysis indicates the intersection will continue to operate at an acceptable overall level of service during the weekday

p.m. and Saturday mid-day peak hours under combined (2007) traffic conditions with improvements.

Capacity analysis indicates the intersection of Pisgah Church Road and Church Street operates at LOS C during the weekday p.m. peak hour and LOS B during the Saturday mid-day peak hour under existing (2004) conditions. Under background (2007) + adjacent development conditions, the intersection will operate at LOS D during the p.m. peak hour and LOS C during the Saturday mid-day peak hour. With the addition of site traffic, analysis indicates the intersection will operate at LOS D in the p.m. and Saturday mid-day peak hours. No geometric improvements are needed at the intersection.

Analysis indicates the southbound minor street approaches of Scottsdale Road, Site Drive #2, Site Drive #3, and Site Drive #4 at Pisgah Church Road will operate at LOS F during the weekday p.m. and Saturday mid-day peak hours under combined (2007) conditions. The unsignalized intersection capacity analysis does not consider the effects of the signalized intersections on Pisgah Church Road at North Elm Street and at Church Street. These traffic signals are expected to create gaps in the through traffic on Pisgah Church Road, which should allow vehicles to turn onto Pisgah Church Road with less delay than is shown on the analysis reports.

Queues on the southbound approaches of Site Drive #2 and Site Drive #3 are expected to extend approximately 155 feet and 110 feet, respectively in the Saturday mid-day peak hour. As stated previously, the adjacent traffic signals on Pisgah Church Road should cause a lower average delay and shorter queues on the site drives than shown in the analysis. However, during heavy traffic periods, these queues could potentially block the immediate openings into the parking areas for each parcel preventing inbound vehicles from turning into these openings. This situation could potentially cause inbound vehicles to queue and spillback onto Pisgah Church Road.

The findings of this study indicate that specific geometric and traffic control improvements are needed in order to accommodate combined (2007) traffic conditions. With the improvements and other recommendations outlined in the TIS Report, additional traffic generated by the proposed development will be accommodated with minimal disruption to traffic.

Intersection of Pisgah Church Road and Scottsdale Road

On Scottsdale Road, provide two egress lanes (one left turn and one right turn lane) and one ingress lane. Storage for eastbound left turning vehicles onto Scottsdale Road is provided by the existing two-way left turn lane.

Intersection of Scottsdale Road and Site Drive #1 (Full Access)

Construct Site Drive #1 with one ingress lane and one egress lane (shared left-right turn lane).

Intersection of Pisgah Church Road and Site Drive #2 (Full Access)

Construct Site Drive #2 with one ingress lane and two egress lanes (one left turn and one right turn lane). Storage for eastbound left turning vehicles into the site is provided by the existing two-way left turn lane.

It is not desirable for Site Drive #2 and the North Elm Village driveway to be offset such that there are conflicting left turns from Pisgah Church Road onto the respective driveways.

Intersection of Pisgah Church Road and Site Drive #3 (Full Access)

Construct Site Drive #3 with one ingress lane and two egress lanes (one left turn and one right turn lane). Storage for eastbound left turning vehicles into the site is provided by the existing two-way left turn lane.

Intersection of Pisgah Church Road and Site Drive #4 (Full Access)

Construct Site Drive #4 with one ingress lane and one egress lane. Storage for eastbound left turning vehicles into the site is provided by the existing two-way left turn lane.